

APPENDIX 1 REFLECTIONS OF THE ORGANIZING INSTITUTIONS

•EXPECTATIONS OF THE COSTA RICAN NATIONAL EMERGENCY COMMISSION IN LIGHT OF THE OPEN "FORUM ON DISASTER PREVENTION IN COMMUNITIES"

In the General Education Plan, defined by the Costa Rican National Emergency Commission (NEC) as being a priority, can be found the Community Program, which is basically concerned with disaster Prevention and Mitigation in communities. As a consequence, the NEC, from the beginning, was greatly interested in participating as coorganizer of the "International Forum on Disaster Mitigation in Communities", held in Coronado, Costa Rica, on 6 - 7 April 1995.

At said Forum, an exchange on subjects of utmost importance to the NEC took place. The mere fact that they were able to join with, meet, hear and learn from the different community representatives, various foundations, representatives of governmental and nongovernmental agencies, as well as of international agencies, fulfilled the expectations we proposed as the National Regulatory Agency in the field of emergencies.

The concrete experiences and proposals, which were stated very clearly, oblige us to reconfigure our plans, or at least integrate those demands that the communities expect of an institution like Costa Rica's NEC.

The prevention, mitigation, education-training of communities is vitally important, but that importance should solidify if we act in a reciprocal manner, it should go both ways, so that we may truly achieve the objective of every day having communities which are safer, more organized and prepared for disasters. With that in mind, the NEC confirms what has been noted: communities and their various components are the first to act in case of disaster.

We can satisfactorily say that the Forum for the Open Exchange of Disaster Prevention in Communities achieved its objectives, fulfilled proposed expectations, succeeded in uniting communities and exchanging the experiences and efforts, in one way or another, of those of us linked to disasters, either because we suffer from them or because, by vocation, we seek to minimize their effects.

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•EXPECTATIONS OF THE INTERNATIONAL DECADE FOR NATURAL DISASTER REDUCTION

So that humankind is aware of how possible it is to prepare for natural disasters, the United Nations General Assembly proclaimed the years 1990-2000 to be the "International Decade for Natural Disaster Reduction". A request has been made to all the countries to organize Committees or Interinstitutional Commissions in order to promote risk assessments, disaster mitigation plans and programs, the application of warning systems and their broad dissemination to the population, in order to fulfill the goals of the IDNDR by the end of the decade. In Costa Rica this National Committee is represented by the NEC. The Secretariat of the IDNDR, located in Geneva, is part of the Department of Humanitarian Affairs of the United Nations, and has a regional office in Costa Rica. The primary objective of the Regional Office is to increase awareness of the problem and to disseminate information and contacts at all levels and sectors in the Region. It also seeks greater coordination between the national and international sectors on the subject of disaster reduction

The first years of the Decade have been devoted more to scientifictechnical matters. The emphasis for the second five years will be to seek the means of developing strategies and that plans SO disaster reduction organization arrives at the most vulnerable populations and strengthens the local structures in order to achieve the objective. One of the means of massively disseminating the IDNDR is to organize a promotional campaign held every year on the second Wednesday of the month of October, with the day being designated as the International Day for Natural Disaster Reduction The motto of the IDNDR for 1994 was "Disaster mitigation in vulnerable communities." During 1995, with the idea of deepening the inclusion of women and children in this task, the motto "Women and children: priorities for disaster mitigation" was adopted.

organization the The of INTERNATIONAL FORUM on MITIGATION IN DISASTER COMMUNITIES in Costa Rica is part of the promotion of this motto. The results will be widely disseminated and the results of the FORUM monitored, as we consider this event to have been very valuable and pertinent.

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•EMERGENCY PREPAREDNESS AND DISASTER RELIEF COORDINATION PROGRAM (PED) - PAN AMERICAN HEALTH ORGANIZATION (PAHO/WHO)

The emergency preparedness program is a program of the Pan American Health Organization, established in 1977. Its initial mission was that of improving the state of preparedness of health institutions through emergency planning, training activities, education and coordination with other sectors

Preparedness became key in combatting disasters within the health sector. The degree of disaster preparedness prevalent in a country's health sector was considered to be an indicator of the health status and general effectiveness of its health services and of its coverage in times of calm. But that degree of preparation can only reach the level which the sector's organization and resources permit Indeed, the quality of health care given in times of disaster tended to reflect the quality of care given in times of calm.

PAHO, in collaboration with the countries, formulated a Health Sector disaster preparedness strategy which included two basic components: strengthening of the sector's institutions and human resources development.

In order to support human resources training, PAHO organizes some 200 workshops, courses and other training activities every year Each country of the Latin American and Caribbean Region has disaster focal points in the PAHO Representative Office and the Ministry of Health

Within the subject of training, specific mention is made of PAHO's community program, which includes the following subjects:

- 1. Training leaders of the Health Sector community.
- Preparation of risk and community resources maps, following known methodologies, tested in several countries.

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•PERSPECTIVES OF THE SOCIAL STUDIES NETWORK FOR THE PREVENTION OF DISASTERS IN LATIN AMERICA IN THE AREA OF COMMUNITY WORK (La RED)

Both La RED and its member institutions already have a long history of experience devoted to research and activity at the community level. includes institutions such as the ITDG. Peru: the National Bureau for Disaster Prevention and Mitigation, OSSO, Cali, FUNCOP, Papayán, Colombia; and, FLACSO in Central America Their work has been concentrated on designing prevention and mitigation activities at the rural and urban level. systematization of experiences, the design of work methodologies and the production of mass media (books, pamphlets, etc.).

Among La RED's most recent activities, on a whole or by its member institutions, are: the production of a videotape and book on community experiences, action-oriented research with communities in Central America and the Northeast of Brazil. production of a disaster inventory (large, medium and small) with an information registry at the local level, compilation and systematization instruments and work methods at the community level together with the design of a methodological guide for work at the local level, and the promotion of local and regional networks of local organizations.

This type of work will be amplified in the future and will be expanded to include the study of adjustment mechanisms at the local level, the decision-making processes at the community level, social communication

between scientists and communities, and the local and subregional processes of environmental degradation and its impact on urban hazards.

La RED will continue its policy of actively publishing, in order to allow for easy access to the results of its activities.

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•COMMENTS: DOCTORS WITHOUT BORDERS

In recent years, *Doctors without Borders* has expanded its participation with regard to disasters, no longer acting only in response to these phenomena, but rather introducing aspects of prevention in its projects with communities in Central America. For that reason it has been very important to be part of this Forum, not only as members of the organizing team, but also as a participant in the work groups.

More specifically, this activity has been an excellent opportunity for our participants—who recently included the subject of disasters in their community projects-to be able to establish contact with people and organizations who have spent much time with this, and have therefore gained much valuable experience. This meeting has also made it possible to come into contact with a great quantity of material available of (publications, slides. videotapes. personal testimonies), which will serve as a support tool and an inspiration for the daily work with the communities.

One very positive aspect of the Forum has been its multisectoral composition, which made it possible for the participants to meet and establish contact with highly diverse group of people and organizations. However, it is necessary to mention that the time assigned to present the representative agencies was excessive in comparison with the amount of time granted to the community representatives to speak of their experiences

In terms of general balance, it is necessary to point out that this activity was organized with very limited financial resources, which was not an obstacle in obtaining valuable results, which is the consider reason why we organizational effort and work to have been worthwhile It has also been an excellent opportunity to work jointly with organizations, positively impacting on a gualitative approach and on identification expanded of greativ possibilities for collaboration.

We must repeat that the true success of the activity will be the potential for follow-up, to expand its impact beyond the event itself, and to gather and solidify the wishes and good intentions expressed by the participants, be it from the organization or the work of basis in the respective communities.

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COMMENTS: THE INTERNATIONAL FEDERATION OF RED CROSS AND RED CRESCENT SOCIETIES

The day the agencies and institutions working in the field of disaster prevention, mitigation and response realize that their best ally is an organized community, we will have taken a very important step forward.

To that end, the FORUM was invaluable in its ability to raise the consciousness of individuals regarding the role of communities in the work of disaster prevention. Through it, various aspects of the problem and its complexity could be discussed and, most importantly, a variety of possible activities developed.

The International Federation of Red Cross and Red Crescent Societies wishes to congratulate the agencies which organized the FORUM for their hard work and dedication. We believe that its success was due in large measure to the simple, non-bureaucratic means by which the organizational meetings were managed. experience has reaffirmed for us the importance of inter-institutional coordination. and shown us initiatives can be developed when common needs and interests are discussed, analyzed and carried out in an open. caring and cooperative manner

The essence of the subjects discussed and the conclusions drawn at this FORUM oblige us to make every effort to eliminate the gap which exists between what is frequently offered to the communities, and the actual demands of these groups. On the other

hand, we must realize that these formulated demands do not correspond processes of participative analysis, and the possible and potential threats posed in reality. consequence, our community effort should be directed at fostering the formulation of demand and promoting the use of local resources and skills To the degree that organizations involve themselves in this process, response given will be more in line with the needs of the communities, and will fulfill our goal of developing more dignified and secure lives.

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the framework of the communities' most immediate development concerns. Hence, this work can be better channeled through existing organizations, and emphasizes the role of developmental NGOs which traditionally work with communities, as well as local governments.

Successful action-oriented research has a recognized value with regard to increased levels of awareness and knowledge, of analytical capability and of the formulation of alternatives. and of community self-management. However, by being a type of intervention that does not necessarily lead, in and of itself, to the problem's solution, nor has investment funds, the challenge exists to adjust an intellectual supply to a community demand often expressed in the need for investment, infrastructure, etc. The creation of demand for this type of activity depends on the agility and experience of the external team and the relations established with the community leaders and organizations

The most appropriate methods and instruments for action-oriented research are clearly influenced by the unique context of the community being analyzed. This requires flexibility and imagination on the part of the external team. It also requires that we systematize and order the multitude of proven and available tools, in order to facilitate the selection, modification and integration of appropriate packages.

The success of action-oriented research depends both on certain objective conditions and the reciprocity of the communities, and of the coherence, experience and flexibility of the external team. This type of research always faces time and financial limits, mishaps and needs for goal adjustments. This requires flexibility and adaptability.

APPENDIX 3 PANEL OF COMMUNITY REPRESENTATIVES

SYNTHESIS OF THE PANEL OF COMMUNITY REPRESENTATIVES

The panel of community representatives constituted the second activity programmed for the second working day. Representatives from three Costa Rican communities were invited to offer presentations based on how they perceived the institutional work relative to disaster prevention and mitigation. The representatives were:

- Alfonso Segueira, of La Cruz.
- William Ureña, of Pérez Zeledón.
- Pablo Cabraca Nelson of the community of Rio Banano, Limón.

The speakers pointed out the following:

Mr. Alfonso Sequeira made a presentation on each of the projects and activities thus far carried out in the community in which he lives. Among them he pointed out a maternal and child health project (conducted with the assistance of U.N. volunteers), the construction of classrooms and a community center, among others. He also pointed out that the problems they face in their organizational tasks are due to the individualism that prevails and is translated into a lack of organization.

Mr. William Ureña proposed that the communities should be trained, but in a well-planned manner. He stated that persons outside of the community who work there should also be trained, so that errors are not repeated (for example, placing 300 people in an area with barely two health services).

Community representative Pablo Cabraca said that the Forum was yet one more activity organized on disasters, and that it was doubtful that change was achieved, since many similar activities have been held and situation has not changed. According to Pablo, at the community level, the problem is that they do not have the economic resources necessary for mitigating disasters. For him, poor people do not really need much training, because they have already had to train themselves, given the needs imposed by poverty. However, he said that they indeed need the backing of institutions in order to face their situation. In that regard, he pointed out that their exists very little support from the governmental institutions toward the communities. In his opinion, the government does not care if the communities are organized, because if they are organized they will be more able to make demands and issue requirements, and know their rights, which would be a problem.

He said that it is necessary to see the problems existing in the communities, that government are aware of that and that the communities achieve their support, and the goal of advancing is achieved.

APPENDIX 2 SUMMARY OF PRACTICAL EXPERIENCE

URBAN COMMUNITIES IN CENTRAL AMERICA: VULNERABILITY TO DISASTERS AND PREVENTION AND MITIGATION OPTIONS

Dr. Allan Lavell

The General Secretariat of the Latin American School of Social Sciences (FLACSO), San José, Costa Rica, is coordinating a multidisciplinary research project on "Vulnerability to Disasters: Options for Prevention and Mitigation in Urban Communities of Central America", with the participation of the Center for Development Studies and Promotion (CEPROD) in Honduras, The National Development Foundation (BASES) in El Salvador, the Latin American School of Social Sciences, Guatemala Program, and Development Alternatives in Costa Rica. The project, scheduled to last two years, ends in August 1995, and is financed by the International Development Research Centre (IDRC) of Canada.

FLACSO is an intergovernmental institution, devoted to the promotion and dissemination of research in the area of social sciences, through its own research program or in conjunction with academic institutions and NGOs.

The project "Vulnerability to Disasters: Options for Prevention and Mitigation" has as its overall objective the creation of a Central American network of centers for research and developmental organization, employing a multidisciplinary methodology of

action-oriented research involving communities in the classification of types of environmental risks. The work would permit the diagnosis of factors and agents, the evaluation and comparison of vulnerability, as well as adjustment strategies or social adaptation and the design of prevention and mitigation measures to be implemented by those very communities with the collaboration of the public and/or private sectors.

The project seeks to identify the self-management tools available in the communities to face risk. The specific objectives of the project are:

a. Scientists:

 Construct a typology of urban communities at risk to natural disasters utilizing physical and social criteria. Select typical communities, identify the risk factors and agents, evaluate human vulnerability, analyze the legal and institutional frameworks and evaluate opportunities for better risk management; collect and analyze information on the mechanisms used by families/communities to adapt/adjust to risk (motivational, organizational, use of resources, etc.); study and propose appropriate combinations of prevention and mitigation measures (structural and nonstructural behavior, organizational, legal, political, etc.)

b. Community participation:

 Design and adapt strategies for urban communities at risk that make it possible to access, produce, disseminate and apply information that helps to describe and analyze their vulnerability (risk factors and agents; evaluate their adjustment strategies, identify opportunities and restrictions to improvement; and design alternative means of implementing prevention and mitigation activities).

c. Methodological

 Combine vulnerability and adjustment analysis and model management scenarios for typical urban risk situations which are understandable and usable by communities, and which can be incorporated into the educational and training components of community development programs.

d. Institutional.

- Improve the advisory services capabilities of the Central American Network in terms of the promotion of community based prevention and mitigation, in the local and national planning processes and policies.
- Contribute to the consolidation of the Social Studies Network for Disaster Prevention in Latin America (La RED) and offer preparatory opportunities to young researchers in the field.

Some Preliminary Lessons and Research Conclusions

The diversity of social, economic, cultural, organizational and physical contexts that face different communities impact on the type and methodology of external intervention that is practiced. In view of this, the construction of community typologies is a useful step in the adaptation of response measures to real life circumstances.

Successful external intervention cannot dispense with intimate knowledge, nor with community self-analysis of its daily and structural reality. The 'reading' of the problems and solutions should be generated within the community itself, avoiding the trend toward the external imposition which may be typified in the sense of "a solution seeking a problem", instead of the opposite.

Within this context one must avoid blindly accepting that everything that is said, analyzed and thought by the communities is correct or the absolute truth. A fundamental role of action-oriented research is precisely that of providing instruments for improving the capacity for analysis, decision and action of the communities, highlighting what of the self-analysis is truthful and negating false or malformed opinions.

The manner in which communities express or consider the problem of disasters is strongly influenced by their living conditions (employment, poverty, health, etc.). This means that the problem of disasters is, in general, better introduced, debated and resolved within

APPENDIX 4 AGENDA

Thursday 6 April

7:30 Transport from the south side of the Cathedral in San José to ICAES in Coronado (Breakfast for guests at ICAES).

8:30-9:30 Inauguration: Costa Rican National Emergency. Presentation of Forum objectives: Organizing Committee

9:30-10:00 First experience: Presentation of the Rural Community Training Program for the Prevention of Disasters in Costa Rica. Oscar Robles, Jean Marc Gregoir

10:00-10:30 **REFRESHMENT** (registration for work groups and press conference).

10:30-11:00 Second experience: Primary conclusions of the Project "Vulnerable Urban Communities in Central America: Vulnerability to disasters, prevention and mitigation." Allan Lavell

11:00-12:25 ROUND TABLE: Introduction of work group subjects.

Community group introduction. Moderator: Mr. Gustavo Ramirez.

- 1. Supply from demand implications and work methodology.
- 2. Community participation for disaster prevention from theory to implementation.

3. Official government policy and the community approach.

12:25-12:30 A word from Mr. Hans Kurz, Resident Coordinator United Nations.

12:30-14:00 LUNCHEON

14:00-17:30 **Working groups**:

- 1. Supply from demand implications and work methodology.
- 2. Community participation for disaster prevention from theory to implementation.
- 3. Official government policy and the community approach: finding, discrepancy, approach, etc.

18:00-19:00 Presentation of the video documentary "Living at risk" (Chirripo Productions) and of the book on the results of the Seminar "Living at Risk", held in Honduras in September 1993. CEPREDENAC y FLACSO.

Friday 7 April

8:30-10:00 ROUND TABLE: Reach and perspectives of some agencies in the field of disaster prevention in communities:

- NEC
- CEPREDENAC
- International Federation of the Red Cross and Red Crescent Societies
- PAHO/WHO
- La Red /FLACSO

- United Nations: IDNDR/DHA, Volunteers, PRODERE
- OFDA-USAID
- World Vision (Videotape)

10:00-10:30 REFRESHMENT

10:30-11:30 ROUND TABLE.
Three community
experiences.Moderator:
Alexis Aryan

11:30-12:30 Presentation of the work groups' conclusions. Moderator: Beatriz Castro, National Coordinator of Neighborhoods.

12:30-13:30 General conclusions and proposed follow-up. Organizing committee.

13:30-14:00 Closing and delivery of diplomas

14:00-15:00 LUNCHEON

APPENDIX 5 LIST OF PARTICIPANTS AND ADDRESSES

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=====FOOTNOTES/ENDNOTES =====

- 1 Coordinating organization of the Forum.
- 2. Francisco Gutierrez is a Doctor of Education and author of various books on that subject At the time of this document's publication, he is working as an adviser with—among other organizations—the International Federation of Red Cross Societies on the project "Community Education for Health."
- 3. Alejandro Swabe is a community leader of the Bri-Bri de Talamanca community on the Atlantic Coast of Costa Rica. He has been the leader of national and international organizations on issues related to the native population
- 4. Flor Abarca is a sociologist and educator in Costa Rica, and served as an adviser to the Costa Rican Red Cross on the "Project to train rural communities in disaster prevention", carried out in Costa Rica during 1994.
- 5 Mr Danieri is a representative of the Ajuterique community, of the department of Comayagua, in Honduras
- At the time of editing this document, Mr. Manuel Arguello is a Presidential Adviser of the Republic of Costa Rica
- 7. Mrs. Elizabeth Valerio is leader and representative of the community Corazón de Jesús de San José, Costa Rica